

**Bonneville Power Administration
Fish and Wildlife Program FY99 Proposal**

Section 1. General administrative information

**Coordinate/Facilitate Watershed Project
Planning/Implementation**

Bonneville project number, if an ongoing project 9067

Business name of agency, institution or organization requesting funding
Yakima River Watershed Council

Business acronym (if appropriate) YRWC

Proposal contact person or principal investigator:

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Subcontractors.

Organization	Mailing Address	City, ST Zip	Contact Name
none			

NPPC Program Measure Number(s) which this project addresses.

NMFS Biological Opinion Number(s) which this project addresses.

Other planning document references.

Yakima River Watershed Council is Supported through private and public funding. Since 1994, YRWC has raised over \$900,000, including \$700,000 in private funds from landowners, banks, food processors, timber industry, electric utilities, general business

community and private citizens; \$157,500 from Washington State Department of Ecology; \$20,000 from US Bureau of Reclamation, and \$8000 from Benton County. State , federal , and tribal agencies have extended considerable in-kind support by allowing technical and policy personnel to participate in, and advising, YRWC watershed planning committees

Subbasin.

Yakima River Watershed including 6155 square miles in counties of Benton, Yakima, and Kittitas in central Washington State.

Short description.

FACILITATE AND COORDINATE, PLANNING AND IMPLEMENTATION OF WATERSHED PROJECTS TO RESTORE HABITAT, IMPROVE WATER QUALITY AND ENHANCE WATER QUANTITY

Section 2. Key words

Mark	Programmatic Categories	Mark	Activities	Mark	Project Types
X	Anadromous fish		Construction	X	Watershed
+	Resident fish		O & M		Biodiversity/genetics
+	Wildlife		Production		Population dynamics
	Oceans/estuaries		Research	+	Ecosystems
	Climate		Monitoring/eval.	+	Flow/survival
	Other	X	Resource mgmt		Fish disease
		+	Planning/admin.		Supplementation
			Enforcement	+	Wildlife habitat en-
			Acquisitions		hancement/restoration

Other keywords.

WATER QUALITY, WATER QUANTITY, FACILITATION, COORDINATION

Section 3. Relationships to other Bonneville projects

Project #	Project title/description	Nature of relationship

Section 4. Objectives, tasks and schedules

Objectives and tasks

Obj 1,2,3	Objective	Task a,b,c	Task
1	Identify and implement watershed habitat restoration and water quality and water quantity enhancement projects through facilitation and coordination of actions through consensus based process of YRWC	a	Organization and Administration of YRWC staff and participants to conduct multi-interest and multi-stakehold consensus-based watershed planning and implementation entity.
		b	Coordinate and facilitate YRWC participants and greater community understanding current conditions and needs in areas of f&w habitat, water quality, and water quantity
		c	Provide public forum and engage multiple, diverse watershed interests in ongoing consensus process to identify what is being done, and what needs to be done in terms of habitat, water quality and quantify.
		d	Produce, through consensus, watershed action plan for implementation by governing agencies.
2	Identify and implement habitat restoration and water quality and water quantity enhancement projects more efficiently and effectively through facilitation and coordination of state, local, federal and tribal agency cooperation and resource pooling.	a	Coordinate, facilitate, and administer Yakima River Basin Inter-Agency Council member water project cooperation, funding sources, and resource pooling
		b	YRWC staff support of Inter-Agency council for purposes of meeting organization, conduct and facilitationl
		c	Performance by YRWC staff to act

			as information clearing house to inform participants of water project proposals, locations implementations, and progress
		d	Perform public information functions to enhance greater community understanding of public sector activities in habitat, water quality and water quantity areas.

Objective schedules and costs

Objective #	Start Date mm/yyyy	End Date mm/yyyy	Cost %
1	10/1998	9/1999	60.00%
2	10/1998	9/1999	40.00%
			TOTAL 100.00%

Schedule constraints.

MAJOR MILESTONES: Since inception in 1994, YRWC has produced and sent to agency review a draft watershed plan: 20/20 VISION. Inter-Agency Council in operation since December 1996.:

Completion date.

2001

Section 5. Budget

FY99 budget by line item

Item	Note	FY99
Personnel	1 1/2 full time annual salaries	\$48,000
Fringe benefits	20% of above	\$9,600
Supplies, materials, non-expendable property	Office supplies, meeting materials and aids, i.e. audio/visuals, documents	\$10,000
Operations & maintenance	YRWC operating costs: phone, fax, internet e-mail, copying, postage, 25 % of office rental	\$30,000
Capital acquisitions or improvements (e.g. land, buildings, major equip.)	Desktop computer, monitor, and printer	\$2,500

PIT tags	# of tags:	
Travel		\$3,000
Indirect costs	Research, design, and production of public information/ education vehicles, i.e media advertising	\$40,000
Subcontracts		
Other	Technology transfer vehicles: Production, printing, final plan document, public presentations,	\$50,000
TOTAL		\$193,100

Outyear costs

Outyear costs	FY2000	FY01	FY02	FY03
Total budget	\$100,000	\$100,000		
O&M as % of total	40.00%	40.00%		

Section 6. Abstract

The YRWC is a consensus-governed, open forum of diverse watershed interests (tribal, business, timber, environmental, irrigators, land owners, food processors, electric utilities, recreation) that provides opportunity for community learning and dialogue concerning watershed viability and coordinates/facilitates community actions to restore and preserve watershed health, i.e. water quality, quantity, conservation, and habitat restoration.

Tasks are accomplished, in part, through coordination with, and support of, local, state, federal, and tribal agencies, information transfer, and public/private collaboration.

Since inception in 1994, YRWC has pursued a watershed approach, has educated its 400 members, its 125 volunteer committee members, and community stakeholders about watershed resource issues; developed a comprehensive watershed plan to address ecosystem and economic viability within prevailing constraints; and formed an interagency council comprised of state, local, federal, and tribal representatives to achieve collaboration information sharing, and resource pooling among agencies.

Coordination/facilitation of IAC and YRWC's watershed project planning/implementation to enhance water quality/quantity, habitat restoration are primary activities for which funding is sought.

The IAC's stated goal is to cooperatively identify and conduct projects to improve watershed health. Focus is on anadromous fish restoration via improving habitat, water quality, water conservation and instream flow values. IAC cooperative efforts will share information, leverage resources, strengthen partnerships, and facilitate access to one another and to the public.

Continuing coordination/facilitation of public watershed involvement accomplished by identifying existing technology transfer programs through IAC; YRWC design and development of public media advertising, direct mail campaigns, speakers bureau, and target group programs. Content to promote watershed approach, identify resource problems; outline and promote action strategies, and collaborate with public agencies to implement. Goal is to produce informed and motivated watershed stewards in the Yakima basin.

Program success will be assessed by environmental improvements already being monitored by watershed agencies; by public reviews and acceptance of watershed plan 20/20 Vision, by levels of public participation in watershed programs and by changes in on-farm practice yielding water quality improvements, and other local activities expected to result in a healthy watershed.

Section 7. Project description

a. Technical and/or scientific background.

The object of this grant application is **not** to fund a new enterprise in the YAKIMA RIVER BASIN. It **is** presented as request for support and funding of the ongoing activities of the Yakima River Watershed Council in the Yakima Basin which historically has been one of the most prolific producers of anadromous fish in the Columbia River System.

In the four years of its existence YRWC has raised a total of just over \$900,000. Over \$700,000 has come from private organizations and individuals; another \$157,500 from the Washington Department of Ecology; \$20,000 from the US Bureau of Reclamation; and approximately \$15,000 from county and city government, and other political subdivisions.

The YRWC seeks funding from the Northwest Power Planning Council to combine and leverage funding from these other sources in order to support and build upon the coordination, facilitation, and planning activities of YRWC that are directed toward project implementation in the areas of water quantity, water quality, and fish and wildlife habitat restoration.

Since its inception in 1994, in the midst of a three-year drought, the Yakima River Watershed Council has brought the various water stakeholders of the region to one table to implement actions that will address the demands of all water interests based on the management of the annual snow-pack-supplied hydrograph. The average annual hydrograph in the basin is 3.4 million acre-feet. Of that, about two-thirds, 2.3 million acre-feet is diverted for out of stream uses.

The 6,155 square miles of central Washington State, known as the Yakima River watershed, is an economic, geographic, demographic, biologic, and culturally diverse

region comprising portions of Yakima, Kittitas, and Benton Counties. The watershed and its 300,000-plus inhabitants are reflective of this diversity in many ways, but most prominently and dramatically where water resource issues are concerned. The Yakima River Watershed Council participants mirror the multiple set of values the community vests in its water.

Represented in the Council's consensus-governed deliberations are interests representing the Yakama Indian Nation, the environmental community, timber interests, county and city government, irrigated agriculture, electric utilities, food processors, recreationists, financial institutions, recreationists, both higher and secondary education, and sport fishers.

The Yakima River Watershed Council, is the forum and point of convergence for the multiple interests in water and water uses. Water is the natural point of public discussion as all life is, by definition, connected to the available water.

From its inception, the goals of the council revolve around four standards, namely, organization, education of its membership and the general public, solution identification and evaluation, and most importantly, solution implementation.

Since incorporation as a non-profit organization in March of 1994, the work of the Council's participants has culminated in the completion and printing of a draft watershed plan. Entitled **20/20 Vision**, the document addresses and presents action plans in the areas of water quantity, water quality, water conservation, marketing and transfer, storage, habitat restoration, and supply system management. The document has been sent out to local, state, federal, and tribal government officials for their review and comment.

To complement, support, and facilitate project implementation, YRWC in December 1996 organized the Yakima River Basin Inter-Agency Council. The I-A Council is an open interactive forum and draws participation from local, state, federal, and tribal agencies who exercise jurisdiction over water quality, water quantity, fish and wildlife habitat, and water management in the Yakima River basin. The group, meeting monthly, has begun a process of sharing information on current and planned projects; needed projects, funding, and key personnel. Purpose of the organization is to identify projects where agencies can cooperate, pool resources, leverage funding, and provide access to one another.

The role of YRWC is that of coordinator and facilitator of meeting, an information clearing house, and establishing access to elected officials. The YRWC's non-profit designation allows it to lobby. An example of this kind of access is that achieved by YRWC approaching Congressman Hastings, and Senators Gorton and Murray, in helping to obtain funding of the Yakima River Basin Water Enhancement Project which is administered by the Bureau of Reclamation. The current phase of the project (phase two) funds conservation plans with two-thirds of the saved water going to instream flow

and one third retained by irrigated agriculture. Phase one of YRBWEP funded placement of fish screens at strategic locations in the Yakima and its tributaries.

The Yakima watershed presents a complex web of legal, institutional, social, economic, political, cultural, and environmental relationships that impinge on the disposition of the available water. In this convoluted setting of multiple interests, multiple issues, and multiple constraints, it is unlikely a single interest will prevail at the expense of all others. The current situation desperate calls out for communication, cooperation, compromise, and collaboration.

The Yakima River Basin is representative of water-use and water resource management in the western United States. Of the many water-related issues extant in the river basins of the arid west, most, if not all, are in play in the Yakima Basin. Of significance are:

- **Indian treaty rights,**
- **Historical irrigation water rights,**
- **Over-appropriation of surface waters and mining of ground water,**
- **Reservoir development,**
- **Irrigation development,**
- **More than 100 years of agricultural development,**
- **A timber and forest products industry**
- **A large presence of both beef and dairy cattle**
- **A growing recreation and tourism industry**
- **A growing population that, increasingly, is ethnically-mixed and environmentally-conscious**
- **Growth management laws**
- **Increasing water demand for anadromous and resident fish**
- **Widespread degradation of fish and wildlife habitat**
- **Extensive constriction of flood plain area**
- **Increasing domestic and industrial use.**
- **An on-going general adjudication of water rights**
- **Clean Water Act, section 303d enforcement, (TMDL process)**
- **Endangered Species Act (candidate) listing in August 1996,**
- **Extensive federal agency presence and pervasive involvement including huge sums in annual federal transfer payments. \$852 million in Yakima County alone in 1996 (US Bureau Census).**

The human and ecological demands of the Yakima River exceed the stream's supply, given the way the system is currently managed and the resource is allocated. The reality surfaces in many ways but perhaps most starkly when junior water right holders are

unable to receive a full share of water (nine times since 1973), and anadromous and resident fish populations continue their inexorable decline.

Because the instream resource currently is inadequate to provide fully for the competing demands, disagreement has ensued over who/what will utilize those flows. Some advocate ways to increase supply. Others advocate decreasing demand. Still others advocate technical-fix solutions. Yet others advocate modification of social behavior. Additionally, because one group can only improve their situation at the expense of another group, efforts to change the system one direction or the other are stymied.

The result has been much legal wrangling and political disputation but very little in the way of long-term solution implementation. For most of this century water is an argument waiting for the next shortage and a legal confrontation. Over allocation, litigation, legislation, and adjudication are the main characteristics of water issue history in the three-county watershed. The basin has been under a general adjudication since 1977.

Through most of the history of water resource development in the Yakima basin, the management regime consisted of a single-use application, namely, storage and diversion for irrigated agriculture. Water was limited to water quantity considerations. Through at least the first half of this century the watershed communities were ignorant of other values, or considered them as merely incidental and chose to ignore them.

Over the past forty years, demands by an increasingly-diversified set of stakeholders with profoundly different notions of watershed system management, have transfigured the supply-demand equation. In recent years, water demand in the Yakima Basin has been characterized by intense competition between these very different strategies for the limited water resource available.

As the twenty-first century approaches, it has also become apparent society in general, and the human inhabitants of the Yakima watershed, place a multiple set of values on the disposition of water. Irrigated agriculture continues as a cornerstone of the economy and community life. But courts, lawmakers, and community custom recognize that water is essential to other values as well. For humans, fish, wildlife, plants, and the smallest of organisms, water constitutes the network of life on which all depend.

The US Bureau of Reclamation, by statute and judicial decree, is charged with the management of the Yakima River system for the purposes of reservoir management, irrigation delivery, fish maintenance, flood control, power generation, recreation, water conservation, water acquisition, and facility maintenance and operation.

Because the presence of Reclamation in the basin is long-standing, on-going, and its management mandate is multi-purposed, the Bureau's affirmative obligations in the event of a listing under the Federal Endangered Species Act touch all aspects of water management in the Yakima Basin.

Under the Endangered Species Act, BOR's multi-purpose water management activities could be modified or curtailed if these are found to place a threatened or endangered species in biological jeopardy. Under ESA, citizens can bring suit claiming either too little, or too much, enforcement of provisions of Act.

Particularly relevant to an ESA listing are the contracts between the Bureau of Reclamation and various irrigation districts which provide for the delivery of certain quantities of water. In some cases in the west, irrigation water delivery contracts have been pre-empted, even though the contracts pre-dated enactment of ESA.

It's not just the threat of listings and litigation under ESA that compels an expansive view of the use of water. The Environmental Protection Agency has determined that certain reaches of the Yakima River do not meet minimum water quality standards under section 303d of the Federal Clean Water Act. Members of the dairy industry in Yakima County are the target of a citizen lawsuit filed under the Clean Water Act.

Farming, fishing, and forestry, power generation, transportation, recreation, tourism, and the intrinsic value of the beauty of nature, all count as contributors to communal quality of life. Economy, environment, culture, and, society are all connected via the net work of surface and ground water which comprise the Yakima River Watershed. Because all living things are by definition connected to the waters of the Yakima Basin, all living things must be fully represented at the watershed deliberation and planning table.

The Watershed Council from its inception has asserted the time is ripe to begin anew the community's work to improve our century-old water management system; to solidify the Yakima Basin's reputation as a premier agricultural region while, simultaneously accounting for the health of our watershed environment, and the biota that comprise its integrity..**The survival of anadromous fish runs in the Yakima River is a significant indicator of that biologic integrity.**

The YRWC sees its role as that of a planning group, yes, but also as a facilitator and coordinator in providing an open, interactive forum for all interests to dialogue, learn, inform, educate, negotiate, deliberate, and stimulate both public and private sectors to restore and sustain the Yakima Basin's riverine ecosystem to assure a viable future for

both fish and farm. It is this facilitation and coordination role, as outlined in section 4, for which YRWC seeks funding.

b. Proposal objectives.

YRWC will continue to organize, facilitate, and coordinate interactive forums through which participants can, through consensus,

1. educate themselves and public concerning multiple watershed values
 2. identify water resource needs in the watershed,
 3. identify legal, institutional, and environmental constraints
 4. identify and evaluate projects to meet or exceed these needs
 5. recommend implementation of action strategies
- Promote implementation through public hearings and adopting and promulgation by the appropriate public agency.

- **The Interagency's stated goal is to cooperatively identify and conduct projects to improve watershed health.**
- **The Interagency Council focuses on projects addressing anadromous fish restoration via elevation of habitat, water quality, and instream flow values, plus other resource improvements.**

The Interagency Council's collaborative efforts:

1. shares information
2. leverages funding,
3. pools resources
4. strengthens partnerships,
5. facilitates and coordinate access to one another and to the public,
6. transfers technology inter-alia, and
7. enhances public understanding of technological issues.

c. Rationale and significance to Regional Programs.

d. Project history

e. Methods.

Continuing coordination and facilitation of public watershed involvement will be accomplished providing open, interactive forums for watershed stakeholder deliberation and planning through a consensus process. YRWC will continue with the design and development of public media advertising, direct mail campaigns, a speakers bureau, and target group events such as group-specific workshops, service club presentations and the popular Salmon Walks, field trips to observe spawning salmon conducted by Yakama Nation and public school personnel. The content is designed to present and promote watershed approach planning, identify resource problems, relate watershed values to quality of life values and then, outline and promote on-ground action strategies. Goal is to produce informed and motivated watershed stewards in the Yakima River basin. Program success will be assessed by environmental improvements already being monitored by watershed agencies; by levels of public participation in watershed programs and by changes in on-farm practice yielding water quality improvements, and other local activities expected to result in a healthy watershed. It is the strategy of YRWC, when and where appropriate, to coordinate education efforts with the established programs of Public School Educational Service Districts, Washington State university Cooperative Extension, and Washington Department of Ecology

f. Facilities and equipment.

g. References.

Moore, Deborah and Zach Willey (Fna). Water In the American West: Institutional Evolution And Environmental Restoration In The 21st Century. 1991: University of Colorado Law Review. Boulder, Colorado.

Nez Perce, Umatilla, Warm Springs, and Yakama Tribes. Wy-Kan-Ush-Mi-Wa-Kish-Wit: Spirit of the Salmon. The Columbia River Anadromous Fish Restoration Plan. July 1996: Portland, Oregon.

Northwest Power Planning Council. 1994 Columbia River Basin Fish and Wildlife Program; 1994: Portland, Oregon.

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The Independent Scientific Group. Return To The River: Restoration of Fishes in the Columbia River Ecosystem; September 1996: Portland, Oregon

Tuck, Robert L. Impacts of Irrigation Development on Anadromous Fish In The Yakima River Basin: A Thesis Presented To The Graduate Faculty, Central Washington University. May 1995: Ellensburg, Washington.

US Environmental Protection Agency. Watershed Protection: A project Focus. US EPA Office of Water (4503F) EPA841-R-95-003. August 1995 Washington, D.C.

Yakima River Basin Conservation Advisory Group. Draft Basin Conservation Plan for the Yakima River Basin Water Conservation Program: Report to The Secretary of Interior. June 1997: Yakima, Washington

Yakima River Watershed Council. A 20/20 Vision: For A Viable Future of the Water Resource of the Yakima River Basin. Agency Review Draft of October 1997: Yakima, Washington.

Yakima Valley Conference of Governments. Yakima River Basin Water Quality Plan: Volumes 1-4. 1995: Yakima, Washington.

Section 8. Relationships to other projects

Funding support of the YRWC by the Washington Department of Ecology and the US Bureau of Reclamation plus the in-kind and technical support and/or personnel participation in YRWC and the Inter-Agency Council by the Yakama Nation, Washington Fish & Wildlife, US Fish & Wildlife, USBR, USGS, US Forest Service Wash. DOE, American Rivers, Rivers Council of Washington, and the Audubon Society are important contributing factors to YRWC planning and coordinating activities over the past four year. Since these organizations are already funded by NWPPC and/or publicly ascribe to the conceptual foundation of NWPPC fish and wildlife recovery programs, both technical and policy elements of the NW Power Planning Council's fish and wildlife recovery plan already have directly and indirectly affected YRWC planning deliberations. Elements of THE COLUMBIA RIVER BASIN FISH AND WILDLIFE PROGRAM ; WY-KAN-USH-MI-WA-KISH-WIT; and the Independent Science

Group's RETURN TO THE RIVER, have become an integral part of YRWC and Inter-Agency Council approaches to watershed planning/implementation.

Section 9. Key personnel

Section 10. Information/technology transfer

Information/Technology Transfer will be accomplished through the YRWC published watershed plan document 20/20 VISION; public hearings on the plan, public workshops, speakers bureau for area service clubs, trade organizations, business and industry organizations, schools, plus newsletters, media advertising, and media news releases. Implementation will be achieved by creating a nexus with appropriate government agencies for public hearings, adoption, and promulgation of the 20/20 VISION plan elements